



SECTION I

PART E DEVELOPMENTAL EDUCATION

1.00 Introduction and Purpose

The Colorado Commission on Higher Education Master Plan, *Colorado Rises* (published in August 2017), challenges the state’s institutions of higher education to improve student persistence and retention by increasing the number of students who successfully complete gateway courses in English and math—a key predictor of whether students will complete their degrees. The General Assembly, in enacting House Bill 19-1206 on promoting the use of supplemental academic instruction, declared that “many students successfully complete developmental education courses but fail to enroll in and complete their gateway courses, indicating that alternative approaches to developmental education are necessary,” and “Colorado data shows that a higher percentage of students who receive supplemental academic support complete a gateway course than do those who are placed in traditional developmental education courses.”

Since low-income students and students of color are disproportionately placed into developmental courses, the expanded use of co-requisite instruction and other supports will help close attainment gaps between wealthier students and students from low-income families, as well as between white students and students of color, in particular for Colorado’s fastest growing ethnic group, Hispanic/Latino students.

The purposes of this policy are to encourage institutions of higher education to 1) enroll students in credit bearing, college-level (gateway) courses whenever possible; 2) prevent unnecessary placement testing of students and ensure the use of multiple measures of assessing students’ readiness for college-level work; 3) promote institutional practices that maximize the likelihood that students will complete gateway courses in English and mathematics within the first 30 enrolled semester credit hours; and 4) ensure that each student identified as having developmental education needs is afforded appropriate opportunities to:

- Enter directly into gateway English and mathematics courses while co-enrolled in the appropriate co-requisite developmental education course, or other forms of supplemental academic instruction (SAI); or

- Have access to alternatives to developmental education courses, such as summer boot camps, refresher courses, peer mentoring, or other innovative approaches to skill-building; or,
- As needed, be enrolled in non-college level, pre-requisite developmental education courses.

Institutions shall work to ensure that students with developmental needs who place into college-level English and mathematics courses with co-requisite remediation, or who place into non-college level pre-requisite developmental education courses, complete the gateway English and mathematics course(s) required of their programs within the students' first 30 enrolled semester credit hours (not including college credits earned while the student was in high school or credits earned through prior learning assessment).

This policy contains the following sections:

- 1.00 Introduction and Purpose
- 2.00 Statutory Authority
- 3.00 Terminology
- 4.00 Maximizing Student Success in Gateway Courses
- 5.00 Students' Responsibilities
- 6.00 Institutions' Responsibilities
- 7.00 Students for Whom English is a Second Language
- 8.00 Course Challenge Option
- 9.00 Appeals Procedure and Filing a Student Complaint
- 10.00 Funding
- 11.00 Data Reporting

2.00 Statutory Authority

23-1-113. Commission directive - admission standards for baccalaureate and graduate institutions of higher education - policy - report - definitions.

(1.5) (a) (I) The commission shall establish and the governing boards shall implement a policy pursuant to section 23-1-113.3 to identify matriculated students who need additional supports to be successful in gateway courses in English and mathematics and standards and procedures whereby state institutions of higher education may offer supplemental academic instruction or developmental courses as provided in section 23-1-113.3. The commission's policy must prohibit the placement of a student in developmental education courses based on a single instrument or test and must be designed to maximize the likelihood that a student will complete gateway courses in English and mathematics within one year. In addition, the commission's policy must require

state institutions to use an evidence-based placement approach to placing students into English as a second language courses, and placement of these students must be designed to maximize the likelihood that a student placed in English as a second language courses will complete gateway courses in English within three years. The commission, in consultation with the governing boards, shall ensure that the policy aligns with the admission policy adopted pursuant to subsection (1) of this section. In identifying the standards for developmental education, the commission may differentiate requirements for mathematics based on the prerequisite skills needed for required courses within a student's declared program of study.

(II) As part of the policy established pursuant to this subsection (1.5)(a), all state institutions of higher education are authorized to provide supplemental academic instruction even if the institution is not authorized to provide development education courses pursuant to section 23-1-113.3. The institution may receive stipend payments from the state pursuant to section 23-18-202 on behalf of an eligible undergraduate student, as defined in section 23-18-102 (5), who is enrolled in a college-level course that includes supplemental academic instruction or co-requisite support or who is enrolled in a pilot program pursuant to section 23-1-113.3 (1)(a)(III).

(b) Each governing board shall adopt policies and procedures that are aligned with the policy established by the commission pursuant to subsection (1.5)(a) of this section and ensure that, to the extent required by commission policy, each matriculated student who may need additional supports to be successful in gateway courses in English and mathematics has access to supplemental academic instruction. The institution that enrolls the student shall select which measures to those from among those that meet the standards established by commission policy. The commission, in consultation with the governing boards, shall collect information regarding the measures used by the institutions for placement to help analyze the data reported pursuant to subsection (9) of this section and by section 23-1-113.3 (4).

(c) All students enrolled in programs that require gateway courses in English and mathematics at state institutions of higher education should complete gateway courses by the time the student completes thirty college-level credit hours.

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23-1-113. Commission directive – developmental education courses – report.

(1) (a) (I) As part of the policy adopted by the commission pursuant to section 23-1-113 (1.5)(a), the commission shall adopt and the governing boards shall implement standards and procedures whereby state institutions of higher education may offer developmental education courses, as defined in section 23-1-113 (11)(b), pursuant to this section, as prerequisites to a gateway course in English and mathematics, as defined in section 23-1-113 (11)(b.5). Beginning in the 2022-23 academic year, no more than ten percent of students enrolling in a state institution of higher education shall be enrolled directly into a developmental education course, as defined in section 23-1-113 (11)(b), that is prerequisite to a gateway course in English or mathematics if the developmental education course lengthens the student's time to degree beyond the time it would take the student to complete the degree if the student had enrolled directly into a gateway course.

(II) On or before August 1, 2021, each state institution of higher education authorized pursuant to subsection (2)(a) of this section to offer developmental education courses, as defined in section 23-1-113 (11)(b), shall have a plan in place to meet the requirements described in subsection (1)(a)(I) of this section. The commission's standards and procedures must allow an institution of higher education to request an extension from the commission of up to two years to meet the requirements described in subsection (1)(a)(I) of this section, upon demonstrating exceptional circumstances.

(III) The commission's standards and procedures adopted pursuant to subsection (1)(a)(I) of this section must allow state institutions of higher education serving groups of students who are not successful in supplemental academic instruction to pilot different approaches that are more successful for those students and to request a waiver from the commission's standards and procedures in order to duplicate or expand successful approaches.

3.00 Terminology

3.01 Assessment means some sort of evaluation of a student's readiness for college-level math and English. Assessment might mean having the student take a test, such as the ACCUPLACER, or the assessment might be an advisor's evaluation of the scores a student earned on various tests (such as the SAT), or an evaluation of the student's high school transcript, including courses taken and overall GPA.

3.02 Commission is the Commission on Higher Education.

3.03 Co-Requisite (or Modified Co-Requisite) Supports or Co-Requisite Developmental Education Courses are credit-bearing courses that accompany a gateway course. With co-requisite supports (or “co-requisite remediation”), students enroll in the college-level English or mathematics course appropriate for their chosen degree program and at the same time (co-requisitely)—or in the same academic term—take a support course to give them extra help and increase the likelihood they will pass the gateway English or mathematics course. Co-requisite supports extend instructional time through additional lecture or lab hours, or through other required activities.

3.04 Cut Score means the score on an assessment that indicates that a student is college-ready and cannot be prevented from enrolling directly into gateway courses in English and/or math. Institutions may use cut scores lower than those listed in Table 1 but shall not set cut scores higher than those listed in Table 1. Students who do not meet the cut score on an assessment in Table 1 shall have the opportunity to demonstrate college readiness through an additional assessment. If the student does not meet or exceed the institutionally-determined threshold on the additional assessment then the institution may place the student into college-level courses without supplemental supports; into college-level courses with credit-bearing or non-credit-bearing supplemental academic instruction (SAI) or some other form of co-requisite remediation; or into pre-requisite developmental education coursework. Institutions must be able to demonstrate that their placement practices maximize student success in gateway coursework.

3.05 Department is the Department of Higher Education.

3.06 Gateway Courses are the first college-level courses in English and mathematics that are part of GT-Pathways (such as GT-CO1 or GT-MA1 courses) and are thus approved for statewide transfer. These are usually the first credit-bearing courses that a student takes to meet general education English and mathematics requirements for their academic program.¹ For some academic programs at some institutions, the first required math course could be a more advanced course such as calculus; for the purpose of this policy, the gateway

¹ Certain academic programs include other “gateway” courses that students must pass before being allowed to continue, such as Anatomy and Physiology in nursing and other health-related programs, or Psychology 101 for programs in the social and behavioral sciences. These courses are not included in the definition of “gateway” course for this policy.

course could be a lower-level course (such as college algebra) that prepares a student for a more advanced course (such as calculus). Gateway courses also include courses that are part of a Statewide Transfer Articulation Agreement but are not approved for GT-Pathways² and certain unique courses that are part of an Associate of Applied Science degree program.

3.07 Pre-Requisite Developmental Education Courses are sometimes referred to as “basic skills” or “remedial” courses. These courses are prerequisites to the level of work expected at a postsecondary institution and include academic skills courses and preparatory courses. These courses are not college-level, usually are not credit-bearing, do not apply toward certificate or degree requirements, and usually delay graduation. (In this policy, “developmental” and “remedial” are used synonymously.)

3.08 Supplemental Academic Instruction (SAI) is an umbrella term used in §23-1-113(11)(e)(I) to refer to a range of student academic supports—credit-bearing and non-credit-bearing—that includes co-requisite instruction, study sessions, and other in-class academic support to improve student learning, retention, or success. Prior to HB19-1206, “supplemental academic instruction” was a term used in Colorado as synonymous with “co-requisite remediation” or “co-requisite developmental education.” The expanded definition of supplemental academic instruction includes both credit-bearing co-requisite remediation and other, non-instructional, sometimes non-credit bearing, academic and student supports.

² For example, Math 155 and 156 are required for community college students pursuing a Degree with Designation in Elementary Education. These courses fulfill a mathematics requirement but may not part of GT Pathways.

4.00 Maximizing Student Success in Gateway Courses

Any student who presents or achieves a score on an assessment listed in Table 1 that is at or above the level indicated shall be placed directly into gateway coursework in the first semester and shall not be required to take pre-requisite developmental education courses. Institutions have the option to use cut scores lower than those listed in Table 1. Institutions are not mandated to require a student to take one of the assessments listed in Table 1 if the student does not present a score from an assessment previously taken (such as the SAT). Similarly, if a student presents a score from an assessment in Table 1 that does not meet or exceed the given cut score, the institution is not required to use that information in determining placement.

The assessment scores indicated for mathematics are for direct placement into gateway courses in Quantitative Reasoning, Math for the Liberal Arts, or similar courses and do not necessarily reflect the level of preparation needed to be successful in courses in College Algebra, Trigonometry, Pre-Calculus, and Calculus. Institutions may establish higher cut scores for placement into these courses.

Similarly, the assessment scores indicated for English are for direct placement into Introductory Writing or Composition courses (GT-CO1 courses) and do not necessarily reflect the level of preparation needed to be successful in GT-CO2 courses (Intermediate Writing). Institutions may establish higher cut scores for placement into GT-CO2 courses.

Table 1 – College-Ready Assessments and Cut Scores

Assessment Test	English Comp I (GT-CO1): Introductory Writing Cut Score*	CTE & Quantitative Reasoning Math Cut Score*
New SAT (taken March 2016 and later)	470 Evidence-Based Reading and Writing	500 Math Section
Old SAT	430 Critical Reading	460
ACT	18	19
Community College Placement Test	5 Written Essay (WRES) and 96 Reading Adaptive Assessment (READ) or 6 on WRES and 80 on READ	106 Basic Algebra Adaptive Assessment (BAAD)

Assessment Test	English Comp I (GT-CO1): Introductory Writing) Cut Score*	CTE & Quantitative Reasoning Math Cut Score*
Next-Generation ACCUPLACER	246 Writing	<p>CTE Math: 265 Arithmetic (AR)</p> <p>Quantitative Reasoning: 240 Quantitative Reasoning, Algebra, and Statistics (QAS)</p>
Classic ACCUPLACER	80 Reading Comprehension and/or 95 Sentence Skills	61-85 Elementary Algebra
GED® (Beginning in 2014)	165 Reasoning Through Language Arts	165 Mathematical Reasoning
HiSET	15 Language Arts – Reading and/or 15 Language Arts - Writing	15 Math
TASC	580 Language Arts - Reading and/or 560 Language Arts – Writing plus 6 on the Writing Essay	560 Math
PARCC 11 th Grade English Language Arts/Literacy & Mathematics	Level 3 if student continues to take challenging English courses (as determined by the institution) through high school graduation <u>OR</u> Level 4	Level 3 if student continues to take challenging math courses (as determined by the institution) through high school graduation <u>OR</u> Level 4
SBAC 11 th Grade English Language Arts/Literacy & Mathematics	Level 3 if student continues to take challenging English courses (as determined by the institution) through high school graduation <u>OR</u> Level 4	Level 3 if student continues to take challenging math courses (as determined by the institution) through high school graduation <u>OR</u> Level 4

5.00 Students' Responsibilities

Students shall:

- Take any institutionally required assessments prior to registering for classes for the first term of enrollment.
- Provide to the institution official assessment scores and transcripts with developmental education and college-level courses completed.
- Take any required pre-requisite or co-requisite remedial courses, or engage in other required supplemental academic instruction, if identified as needing developmental education. Students may opt out of pre-requisite or co-requisite remedial courses, and enroll directly into gateway courses, if an institution's remedial or developmental education policy allows it.

6.00 Institutions' Responsibilities

- 6.01** No institution in Colorado shall place a student into developmental education courses based on a single assessment. Students scoring at or above the cut score on one of the assessments listed in Table 1 shall be eligible to enroll directly into the gateway course (with caveats for higher-level math courses and for GT-CO2 English courses, as explained in Section 4.00 of this policy).
- 6.02** Institutions shall ensure that multiple measures are used (two or more forms of assessment) in determining to place a student into developmental coursework. The purpose of multiple measures is to help maximize success in gateway courses in English or mathematics. Evidence suggests that using high school grade point average or other factors, such as success in high school coursework, as assessments can maximize student success in gateway courses.
- 6.03** Institutions shall not prevent a student from enrolling directly into a gateway course in English or mathematics if the student successfully completed (with a grade of C or higher) an associated developmental education course, even if the developmental education course was completed at another public institution in Colorado prior to transfer.
- 6.04** Institutions may allow students to decline placement into pre-requisite or co-requisite developmental education courses. Institutions may also allow students to enroll in pre-requisite or co-requisite developmental education courses even though their assessments indicate that they would be successful enrolling directly into gateway courses (a practice referred to as “guided self-placement”).

6.05 Institutions shall work to ensure that all students, including those identified as having developmental education needs, complete their gateway English and mathematics coursework within the student’s first 30 enrolled semester credit hours.

6.06 Institutions shall:

- Specify their test administration policy, including dates and location of test administration (e.g., contract with another college).
- Specify its practices for informing students regarding the availability of alternatives to pre-requisite developmental education courses, such as the challenge exam option, co-requisite or other supplemental academic instruction, and any online courses.
- Inform students about the learning outcomes associated with various interventions, including pre-requisite and co-requisite developmental education courses, and advise students about their options based on what an institution knows will maximize the success of students in gateway coursework.
- Ask transfer students if they are currently enrolled in or have just completed developmental education courses at the sending institution because, in many instances, it will not be reflected on the student’s transcript.
- Submit data related to student assessment, enrollment in pre-requisite and co-requisite remedial courses, and use of other supplemental academic instruction to the Colorado Department of Higher Education.

6.07 Institutions shall, beginning in the 2022-23 academic year, enroll no more than 10% of an entering cohort of students—as defined under section 13.00 of this policy—directly into pre-requisite developmental education courses that lengthen the student’s time to complete a degree beyond that which would be required if a student enrolled directly into a gateway course. This includes all said courses regardless of how they are funded or subsidized. As such, all public institutions of higher education are subject to this provision.

For example, a student who is placed into a semester-long course in developmental English or developmental math—which must be completed before the student can enroll in a gateway course in English or math—would experience a lengthened time to degree. This is in contrast to co-requisite remedial courses, in which a student enrolls concurrently in a gateway course and can complete the gateway course in the same semester. Other approaches to developmental education are possible that do not result in a lengthened time to degree, such as the “5+10” model, which involves 5 weeks of remedial

education followed by an accelerated version of the gateway course, with both experiences completed in the same semester.

6.07.01 Institutions may receive an extension from the Commission of up to two years (to the beginning of the 2024-25 academic year) to meet this requirement upon demonstration of exceptional circumstances.

6.07.02 All institutions that are authorized to offer pre-requisite developmental education courses and receive state funding for said courses shall, by August 1, 2021, submit a plan to the Department for how they will meet these requirements. This includes all institutions within the Colorado Community College System, all local district colleges, and Adams, Colorado Mesa, and Western Colorado Universities.

6.07.03 Institutions may receive a waiver from Commission policies and procedures in order to pilot different approaches to address the development education needs of selected groups of students. Requests for waivers must be received by the Department no later than 365 days prior to the institution's implementation date for the requirements outlined in section 6.08. Institutions are responsible for reporting the results of such pilots to the Commission.

7.00

Students for Whom English is a Second Language

The needs of students for whom English is a second language (ESL students)³ are different from students who are native speakers of English but whose skills in writing or reading comprehension place them into developmental education courses. House Bill 19-1206 states that institutions must “use an evidence-based placement approach to placing students into English as a second language courses, and placement of these students must be designed to maximize the likelihood that a student placed in English as a second language courses will complete gateway courses in English within three years.”

7.01 For the purpose of this policy, ESL students are those students who:

- attend or graduated from a high school where the primary language of instruction was not in English; and
- have been admitted or conditionally admitted into a certificate, associate, or bachelor's degree program at a Colorado public institution of higher education that includes one or more gateway courses in English; and
- have taken a standardized assessment of English language skills for non-native speakers of English or another proficiency assessment (including portfolio review) based on one of the proficiency frameworks listed below

³ The terms “students for whom English is a second language” and “ESL students” are inclusive of students for whom English is a second, third, or greater language (i.e., not their first or native language). These students are sometimes referred to as “multi-language learners.”

or that is approved for use by the United States Department of Education's Office of Career, Technical, and Adult Education (or its successor agency).

7.02 Institutions can establish their own cut scores for their chosen English proficiency assessment(s). Any assessment used must be determined as suitable for use in the National Reporting System for Adult Education, or based on one of two proficiency frameworks: 1) the Common European Framework of Reference for Languages: Learning, Teaching, Assessment; or 2) the ACTFL Proficiency Scale (American Council on the Teaching of Foreign Languages). This includes commonly used assessments such as the Test of English as a Foreign Language (TOEFL) and the ACTFL Writing Proficiency Test.

7.03 If an admitted ESL student does not meet or exceed the established cut score for the assessment used, the institution may require the student to take one or more ESL courses as pre-requisites to credit-bearing gateway courses in a degree program. These courses may be offered by the admitting institution, or through partnership with another institution of higher education or a third-party provider. Once a student is informed of this requirement, the admitting institution shall endeavor to ensure that the student completes the first of the required GT Pathways English courses for the institution-within three academic years. This three-year time period does not include academic terms when the student is not enrolled in any formal course of study in English at the institution or elsewhere and is not enrolled in any credit-bearing or non-credit bearing courses at the institution.

7.04 Once an ESL student completes the required ESL courses, the admitting institution shall allow the student to enroll in the first gateway English course required for the student's academic program. The admitting institution may encourage or require the student to enroll in a co-requisite remedial education course that accompanies the gateway English course.

8.00 Course Challenge Option

Regardless of the results of an institution's assessment of a student's readiness, all students shall have the opportunity to test out of **GT Pathways** college-level English and mathematics courses, in accordance with Commission **Policy I, X: Prior Learning Assessment** and §23-1-125(4), C.R.S., which states in part

...each public institution of higher education [shall] define a process for students to test out of core courses, including specifying use of a national test or the criteria for approving institutionally devised tests. ...each public institution of higher education shall grant full course credits to students for the core courses they successfully test out of, free of tuition for those courses.

Institutions may charge a fee to administer the course challenge option. If the student does not pass the course challenge option, then the student shall be placed according to this policy.

9.00 Appeals Procedure and Filing a Student Complaint

Students who believe their college or university is not following this policy should follow their institution's appeals procedure. Students may also file a formal complaint with the Department of Higher Education following the procedures outlined on the Department's website and in [CCHE Policy I, T: Student Complaint Policy](#).

10.00 Funding

Any state-supported institution of higher education with a two-year statutory role and mission may offer and receive state general funds for developmental education courses.

Any state-supported institution of higher education without a two-year role and mission may offer co-requisite remedial courses together with gateway courses; these co-requisite courses are eligible for state funding.

State-supported institutions of higher education without a two-year role and mission are prohibited from claiming general fund support for developmental education course credit hours. These institutions may offer developmental education courses by contracting with a Colorado public community college or on a cash-funded basis, except for Metropolitan State University of Denver and the University of Colorado Denver. Colorado statute §23-1-113.3(2)(c) states that the Community College of Denver is the only institution on the Auraria campus authorized to deliver developmental education courses – for state support or for cash.

Institutions of higher education with a two-year statutory role and mission may include developmental education credit hours generated by concurrently enrolled students in the 12th grade in the number claimed for state general fund support. All institutions providing co-requisite remediation may include the credit hours generated by concurrently enrolled students in the 9th through 12th grades in the number claimed for general fund support.

11.00 Data Reporting

Pursuant to 23-1-113.3, C.R.S., institutions shall flag all students who are identified as needing additional supports to be successful in gateway courses in the SURDS Undergraduate Applicant File (UAF). Institutions must also identify any pre-requisite or co-requisite developmental education course (including gateway courses that include a co-requisite developmental component) in the SURDS Student Course Enrollment File.

The Commission, "...in consultation with the governing boards, shall ensure the comparability of the placement or assessment tests for the purpose of providing consistent reporting data as such data are required by section 23-1-113.3(4)" [23-1-113(1.5)(b), C.R.S.].

Pursuant to 23-1-113.3(4) (a), C.R.S., the Commission shall transmit annually to the Education Committees of the Senate and the House of Representatives, the Joint Budget Committee, and the Department of Education, an analysis of the data including:

- The number of students who are identified as needing additional support to be successful in gateway courses in English and mathematics who are enrolled in some form of developmental education course or are provided with other forms of supplemental academic instruction;
- The costs of providing pre-requisite and co-requisite development educational courses, and the costs of providing other forms of supplemental academic instruction; and
- Whether students who complete said non-college level developmental education and/or Supplemental Academic Instruction courses successfully complete the requirements for graduation/transfer/completion.

Pursuant to 23-1-113.3(1-1.5) the Commission's report will also provide information on how institutions are placing students to maximize the likelihood that they will complete a gateway course; the percentage of enrolling students who enrolled directly into pre-requisite developmental education coursework in English or Mathematics; and the number of students enrolled in a program that requires gateway courses in English and Mathematics who complete gateway courses within 30 enrolled semester credit hours. The report will also list the measures institutions use for placement, and information on non-credit bearing supplemental academic instruction and other supports used by institutions to boost student success.

HISTORY: December 5, 2013: CCHE Agenda Item VI, B; December 1, 2016: CCHE Agenda Item III, A; April 7, 2017: CCHE Agenda Item V, C; May 5, 2017: CCHE Agenda Item V, B; October 22, 2018: CCHE Agenda Item IV, A; March 6, 2020: CCHE Agenda Item IV, A; May 1, 2020: CCHE Agenda Item IV, B